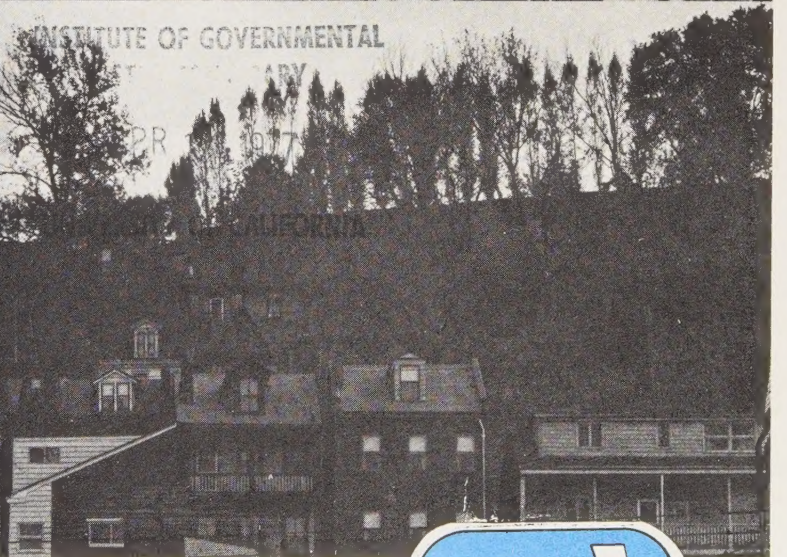
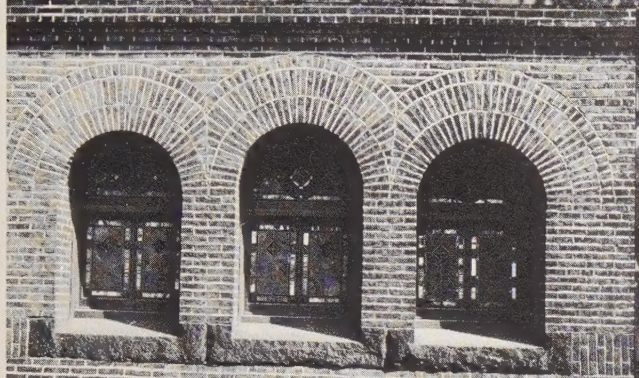


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HOUSING



fullerton
general plan

development services department



HOUSING ELEMENT
OF THE CITY OF FULLERTON
GENERAL PLAN

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Adopted November 13, 1973

City planning
Housing

Fullerton
11

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INTRODUCTION

This Housing Element for the City of Fullerton is consistent with the current State law and guidelines governing the preparation of local housing elements.

In 1967, the California legislature made it mandatory for each city and county general plan to include a "housing element." Section 65302 (c) of the Government Code states that:

"a housing element consisting of standards and plans for the improvement of housing and for provision of adequate sites for housing" shall be prepared as part of general plans and that "this element of the plan shall make adequate provision for the housing needs of all economic segments of the community."

In 1971, the State Commission of Housing and Community Development adopted a set of guidelines for the preparation of local housing elements. Included in this report are statements or descriptions covering the following required subject areas: (1) housing problems and obstacles; (2) housing goals; (3) a housing plan and a housing program; (4) a housing element review and update process; and (5) the relationship of the housing element to other general plan elements.

Beginning with a summary, subsequent sections of this element cover one or more of these subject areas.

SUMMARY OF HOUSING ELEMENT

California State law mandates that a city, through its housing element, provide a course of action dealing with the following three concerns: (1) the provision of adequate sites for new housing; (2) improvements to the existing housing stock; and (3) adequate provision for the housing needs of all economic segments in the community.

The provision of adequate housing sites relates to the number and types of housing in locations appropriate for residential development. The locations, densities, and types designated in the Land Use Element were used as the basis for satisfying this requirement of the State law. Accordingly, the housing plan suggests the addition of 14,700 new units distributed among five housing types in the locations suggested in the Land Use Element. The production target, which would be met during the time it takes the City to develop to its desired capacity, is based on the middle range densities of the land use map. For the purpose of assessing the consistency of new development with the production targets, it is suggested that a monitoring system be established.

Improvements to the existing housing stock have two objectives: (1) the replacement and rehabilitation of substandard housing and (2) the conservation, enhancement and concentrated improvement of selected neighborhoods.

Target areas and blocks for the removal of substandard housing and its replacement, on a one-to-one overall basis, with safe and sanitary dwellings have been identified. In addition, blocks have been identified in which the rehabilitation of units should occur.

Conservation, enhancement, and concentrated improvement of selected neighborhoods is concerned with avoiding the need for massive replacement in the future, the enhancement of public services and facilities and the upgrading of housing and neighborhood conditions. It is suggested that "neighborhood conservation areas" be determined, a neighborhood enhancement plan for the Southwest area be developed and that the Truslow area undergo concentrated improvement in accordance with a plan prepared on a cooperative basis with area residents.

The following tools for implementing the above are suggested:

- An evaluation and analysis on the feasibility of creating a non-profit corporation for the purpose of rehabilitating dwellings and the establishment of a City-administered temporary assistance program for short-term housing assistance.
- Utilization of the Section 23 leased housing program.

- Investigation of Federal and State programs as they are developed in the future.

The plan for meeting the housing needs of different economic segments is twofold. A new housing production target has been established for poverty, low, and moderate income groups based on several criteria and standards. Based on these figures, the housing production target for these groups is 1,775 housing units (or about 12 percent of the total new construction). It is recommended that the special needs of the elderly be considered in the construction of these units. In addition, the utilization of existing stock offers excellent opportunities for meeting the housing needs of these income groups, particularly the large families of this population segment. Direct action to meet their needs can take the form of leasing under the Section 23 program. Indirect action is a filtering process through production of units in the \$25,000 to \$35,000 price range to encourage turnover of units priced under \$25,000. Location of new units for poverty, low and moderate income groups should consider elementary school service areas to avoid saturation of some schools as well as avoid the concentration of lower income housing in particular areas.

Implementing tools include an "Experimental Housing Price Program," a "Moderate Income Housing Program," use of the Section 23 program, the preparation of an "Affirmative Plan" to positively influence the production and location of low and moderate income housing and appropriate Federal and State housing programs.

Based on State guidelines, it is recommended that the City of Fullerton provide for citizen review of the progress toward achieving the housing element objectives and periodical update of the housing element. In addition, an "Annual Housing Statement" should be prepared. This statement would serve to inform the Planning Commission, City Council and community of the current and probable future housing conditions in the City as well as progress made toward achieving the objectives and targets of the housing element. A citizens review committee, assisted by the Development Services Department staff as necessary, should have the opportunity to provide input on the "Annual Housing Statements" submitted to the Planning Commission and City Council.

III

HOUSING PROBLEMS, OBSTACLES, AND CONSTRAINTS

According to the State guidelines, the scope of the housing problem, although generally accepted as critical or severe, must be documented for each jurisdiction. In the discussion that follows, the term housing problems refers to unrealized housing needs. In addition, the guidelines suggest the communities investigate obstacles to satisfying local housing needs and to solving housing related problems. The term obstacles refers to those factors which impede the satisfaction of housing needs and the solution of housing problems. This section also discusses prevailing constraints; that is, those factors which, at least in the short run, are relatively "fixed" or "given" from the standpoint of what the City can actually do about resolving outstanding problems and obstacles.

The basic concerns included in the State law are used below to classify Fullerton's housing needs as well as its housing problems, obstacles, and constraints.

Provision of Adequate Sites for New Housing

1. Need: Additions to the Housing Supply as Population Grows

In the future there will be a need for additions to the housing supply as the City's household population increases through new households which are formed from the existing population and as other households move to Fullerton.

2. Problems: Overcrowding, Doubling-Up, and Households Without Shelter

These kinds of problems could occur in the future if the pressure of population growth (natural increase and heavy in-migration) on the housing supply were to result in an acute local housing shortage.

The problem of overcrowding occurs when there is insufficient space for the number of persons living in the dwelling while doubling-up occurs when more than one family resides in a housing unit. These two problems can overlap because when doubling-up conditions prevail overcrowding can be the result. A severe housing shortage can also lead to some families being temporarily without housing.

However, even if the number of dwellings is sufficient, some families, because their incomes are not high enough or housing costs are not low enough, may have to live in overcrowded conditions or double-up, at least temporarily.

3. Obstacles: Land Availability -- Amount, Location, and Size

The number of units that can be added to the supply is restricted by the amount, location, and size of suitable residential land. Currently, there are about 2,200 acres of vacant residential land in the City with about 60 percent being in the oil land areas and the remainder in scattered parcels ranging in size from less than three acres up to 138 acres. A few of these latter parcels are already in various stages of development.

4. Constraints: Housing Needs and Land Use Planning

Since the Land Use Element of the General Plan indicates areas for residential land use and the appropriate density ranges and a desirable future population growth level has been adopted based on the middle range densities, the total number of dwellings that are added to the supply should be consistent with these previously adopted policies. However, if need exceeds supply in the future, it is possible to increase the amount of land through changes in the Land Use Element and zoning.

Improvements to the Existing Housing Stock

1. Need: Standard Shelter and Neighborhood Quality

In buying or renting housing, families acquire a wide variety of services, facilities, and characteristics at a particular location, including a structure type, living space, neighbors, schools, police and fire protection, garbage collection, and parks. These services, facilities and characteristics, in turn, serve to satisfy a number of "user needs"; for example, shelter, privacy, status, safety, recreation, accessibility to employment. Because every household needs decent, safe, and sanitary housing which is located in a suitable neighborhood, the quality of individual dwellings and neighborhoods are basic housing needs and two important features of a local community's housing conditions. In fact, our stated national goal is a "decent home and suitable living environment for every American family."

2. Problems: Substandard Housing and Potentially Deteriorating Housing

Housing condition surveys of exterior features have been completed in selected areas of the City by the staff of the Development Services Department and the Environmental Health Division of the Orange County Health Department. The following are the categories and standards of housing condition used in these surveys.

Sound: All items are sound and in good repair. Very minor maintenance items such as paint and hairline cracks may be present.

Needs Minor Repair: All items could be corrected by the homeowner at a minor expense and building permits may not be required.

Needs Major Repair: Most of the deficiencies would require a building permit, warrant some expert knowledge of construction and are expensive. The structure must be constructed sound enough and of sufficient size to economically warrant rehabilitation.

Beyond Reasonable Repair: This classification is used when a structure, either by construction, deterioration or size, does not indicate the economic feasibility of rehabilitation.

The field survey results are exhibited in the following table:

TABLE 1
HOUSING CONDITIONS BY AREA

<u>Survey Area</u>	<u># of Units Surveyed</u>	<u># of Units in Need of Major/Beyond Repair</u>
Truslow	205	71
CBD East	505	65
CBD West	212	41
Railroad Corridor	143	16
Southwest	<u>173</u>	<u>11</u>
TOTALS	1,238	204

SOURCE: Development Services Department, City of Fullerton
Orange County Health Department
Haworth/Anderson/Lafer

Of the 1,238 structures surveyed, 204 (16.5 percent) were in need of major repair or beyond repair. The five survey areas include the majority of units in need of major repair or beyond repair in the City.

Based on forecasts of future housing conditions, it is estimated that 4,000 units out of the total City's inventory could be in a deteriorated condition by the year 2000 if no preventive actions are taken in the years ahead. In addition, two of the five areas, Southwest and Truslow, need to be viewed in a neighborhood context. The Southwest neighborhood has public works deficiencies and a high need for parks. The Truslow neighborhood has the highest concentration of dwellings which are in need of major repair or are beyond repair, although many of the units are well maintained.

3. Obstacles: Income, Costs, Absence of Organized Efforts and Alternate Housing Opportunities

The obstacles to replacing deteriorated housing and achieving rehabilitation vary on

a case-by-case basis depending on the nature of the property and structure and the characteristics of the owners and occupants. The following set of obstacles, however, are those most likely to cause recurring impediments to housing replacement and rehabilitation activities.

One reason why substandard housing is not replaced or rehabilitated is that the income of the occupants is insufficient to encourage such activities. The costs of rehabilitation are another obstacle, although the exact impact must be gauged in relationship to the cost-affording capabilities of current or prospective occupants. The costs of rehabilitation will depend not only on the requirements of code compliance but also on the additional repairs which may be necessary or desirable in order to successfully sell or rent the unit.

Another obstacle is the absence of an organized effort to encourage the replacement of dwellings unfit for human habitation or the rehabilitation of older dwellings. There is no such thing as a "rehabilitation industry." Most endeavors in this area by the private sector are small scale and some have lacked total success because of inexperience.

Finally, the lack of alternate housing opportunities for the current dwellers of housing that should be rehabilitated or replaced poses an obstacle. Without such available housing, those who cannot afford the newer or modernized dwellings may be forced to move to other poorer housing in the City.

4. Constraints: Financing, State and Federal Resources

City actions in this area are limited by the existing financial structure and the absence of State and Federal resources. Although in some instances, the owner's financial status may create difficulties in obtaining financing, in others a qualified owner may be denied a loan because of certain negative neighborhood features surrounding the property.

Currently, there are no programs at either the State or Federal level which could lessen the impact of the obstacles or increase the availability of funds and decrease their costs.

Adequate Provision for the Housing Needs of All Economic Segments

1. Needs: Standard Housing of Sufficient Size at Affordable Costs in Adequate Locations

All economic segments in a community need to live in dwellings that are decent, safe and sanitary. But every household also needs a certain amount of space depending on the number of persons contained in the household. In addition, the opportunity for

households to pay a reasonable amount of their income on housing is a basic housing need. Finally, the housing occupied should be in adequate locations in relationship to the transportation, shopping, and recreational needs of different economic segments.

2. Problems: Overcrowding, Overpaying, Absence of Housing Choice and Mobility, Needs of Special Use Groups

The term economic segments basically refers to the income groups residing in the City. Table 2 shows the numerical and percentage distribution of income groups in the City at the time of the last census. Nearly 42 percent of the City's households had annual incomes of \$10,000 or less.

TABLE 2
1970 INCOME DISTRIBUTION IN FULLERTON

<u>Group</u>	<u>Income Level</u>	<u>Number</u>	<u>Percent</u>
Poverty:	Less than \$3,000 annual income	2,752	10.2
Low:	\$ 3,000 - \$ 7,000	4,246	15.7
Moderate:	\$ 7,000 - \$10,000	4,317	16.0
Middle:	\$10,000 - \$15,000	6,548	24.3
High:	\$15,000 - \$25,000	6,555	24.3
Upper:	\$25,000 or more	2,583	9.5
TOTALS		27,001	100.0

SOURCE: 1970 Census
Haworth/Anderson/Lafer

Overcrowding: This is usually measured on the basis of 1.01 or more persons per room, although sociologists do not agree that densities this great are factors in creating social problems or family disorganization. But severe overcrowding (1.51 or more persons per room) combined with other factors, such as low income, indicates severe problems for such households: the large, poor family. In this regard, the 1970 Census reveals that there were 115 households with 1.51 or more persons per room and having annual incomes of less than \$7,000 with 22 of these households being owner occupants and 93 living in renter occupied housing units. In addition, 32 of the renter households with 1.51 or more persons per room were allocating 35 percent or more of their income on housing.

Overpaying: The problem of overpaying is most dramatic and severe among those households who are renting. At least 26 percent (2,694 out of 10,608) of those

households who are renting are paying more than 35 percent of their income on gross rent. Of these almost 2,700 households, 87 percent had yearly incomes below the \$5,000 level and 25 percent were 65 years or over with low incomes. In general, 10 percent of the City's households are renters who can be considered to be overpaying.

For homeowners in Fullerton with low and moderate incomes, there is an apparent expenditure of a large proportion of income on housing. For example, 22 percent (470) of all owner households with yearly incomes below \$7,000 are residing in homes valued at more than \$25,000. Some of these households probably are not overpaying since homes could have been bought some time ago and mortgage payments have stayed constant while home values have increased. However, for those households with fixed low incomes, housing cost increases (property taxes) could pose hardships.

Absence of Housing Choice and Mobility: There is a high level of competition among several income groups for the moderate value units in the \$15,000 to \$25,000 bracket and little turnover of these units. For example, at the time of the 1970 Census, there were no units vacant and for sale for less than \$15,000 and only 40 for between \$15,000 to \$25,000.

The lack of turnover in these units which would afford opportunities for upward mobility in the City is further accentuated by the fact that there is little, if any, new construction in this price range. Most of the "lower-priced" construction is still in the upper \$20,000 range. Thus, most families would need to have an annual income of around \$10,000 to \$12,000 to move into these units. Of all households in this income group, about 42 percent live in homes valued at between \$20,000 and \$25,000.

Approximately 28.5 percent (3,029) of all renter households (10,608) were earning \$5,000 a year or less and with a monthly rent allocation of 25 percent on housing, they could spend \$104 a month on rent. However, from the supply standpoint, there were only 1,121 units renting for \$100 or less a month during 1970.

Housing Needs of Special User Groups: Another means of differentiating economic segments, besides income, is by the special characteristics of the population. In this connection, three groups can be identified, including potential relocatees, college students, and the elderly.

One of the immediate concerns is securing adequate housing for those individual families who will be relocated by government action. Now and in the future, there will be a need for adequate relocation housing.

As distinct groups of Fullerton's population, the elderly and students are roughly of equivalent size. However, the elderly, for the most part, are situated in separate households and, therefore, occupy an equal number of housing units (estimated at 3,000 dwellings). On the other hand, at least one-half of the students living in

Fullerton are probably living with their parents. Consequently, married students and single students living away from home would constitute the demand for separate housing units. It is estimated that married students occupy about 765 dwellings in Fullerton and single students, who often rent housing in groups, occupy about 850 housing units. Thus, the elderly occupy about twice as many units as do students.

A sizeable proportion of both groups have low incomes and experience difficulties in acquiring adequate housing at reasonable costs. At least one out of every five elderly households is renting and overpaying. In addition, a California State University conducted survey revealed that 26 percent of the married students consider housing expense a problem and another 28 percent indicated they would live in a 2-bedroom apartment near campus, built to house married students. Of these students, 33 percent said they could pay \$101 to \$135 per month for housing and 48 percent said they could afford \$136 to \$165 per month. Housing expense does not appear to be as great a problem for single students who can combine resources. Consequently, it appears that the greatest competition is between married students and the elderly who need to or are desirous of renting apartments at a reasonable cost. Within Fullerton, there are about 1,200 units being rented by the elderly and approximately 250 to 275 units are being rented by married students.

From the foregoing analysis, it can be said that some households within the elderly and student population groups share a problem and therefore compete in terms of finding rental housing within their means. This need appears to be greater among the elderly than among the students. However, each of these groups would benefit from new housing built to meet their particular needs.

3. Obstacles: Home Purchasing or Renting Capabilities, Price Distribution of New Housing

An important obstacle to lower income households being able to meet their needs from the existing and new housing supply is their home purchasing or rent paying capabilities. Since new and existing housing is simply too expensive for many lower income families, it acts as a barrier to those who need to change their place of residence in order to meet their needs as well as those who want to change their tenure from renting to homeownership. This situation is compounded further in periods of high interest rates. The information below indicates the effect of varying interest rates on a home valued at \$25,000 with a down payment of \$2,500 and a mortgage loan amount of \$22,500 for a term of 30 years.

	<u>@7.5%</u>	<u>@9.0%</u>
Monthly Mortgage Payment	\$ 157.32	\$ 181.04
Monthly Income Required (4X Monthly Mortgage Payment)	\$ 629.28	\$ 724.16
Annual Income Required (12X Monthly Income)	\$7,551.00	\$8,690.00

Thus, an interest rate differential of 1.5 percent has the effect of increasing the annual income required to purchase a home valued at \$25,000 by more than \$1,100. The dollar amount would even be greater if "occupancy costs" such as taxes, insurance, utilities and maintenance were added to the mortgage payment to form the basis for determining the monthly income required.

The price distribution of new housing also prevents lower income households from meeting their needs. It can be expected that as the average value of new housing rises, fewer high income households from Fullerton will be attracted to these units and more will move from outside the City. This is so because the higher income families currently living in Fullerton will not be highly motivated to move to the newer units built in the City for two reasons. First, the locational pull will be limited since these high income families already live in Fullerton. Second, for new dwellings and currently occupied units of the same value there will be very little variation in overall quality. The quality of existing housing valued at \$40,000 cannot be duplicated for the same price at today's costs. Consequently, the extent to which new construction can indirectly assist lower income families residing in Fullerton by generating vacancies in the standard existing housing supply to which lower income families can move will be limited since the new units will tend to be occupied by newly formed households from the City and households moving to the City for the first time.

The exact nature of this situation cannot be described for Fullerton since there is no information on where the occupants of new units formerly lived by the value of the new dwellings. However, there is data available on the sales price of recent additions to the City's supply and forecasts of the price distribution of future additions to the stock.

According to the 1970 Census, homes built between 1969 and March, 1970 had a median value of \$50,000. In addition, information has been collected on 13 single family detached and four single family attached residential developments in and around the City of Fullerton market area. This data is based on the Residential Sales Survey conducted by First American Title Insurance Company during the months of August-September, 1972. The "highest value" development had a basic price range of \$39,950 to \$47,950 and the "lowest value" had a basic price range of \$34,990 to \$39,990.

Future price or rent depends on a number of factors, including time of development, land values, density of development, development costs and building costs. All of these factors make it difficult to plan for a price or rent distribution among the new housing stock since local government does not directly control this aspect of the market place. A forecast of future price distribution was made on the basis of applying the prevailing price distribution of recently built housing in the Fullerton market area to the various housing types suggested in the City's Land Use Element. Thus, the price forecast reflects what would occur if the units were built now. Of course, over the years ahead, land value increases and inflation will cause these prices to move upward. This forecast indicates that approximately 69 percent of new for-sale housing would be priced at more than \$40,000, 15 percent between \$35,000 and \$40,000, and 16 percent at under \$35,000.

The high price distribution for both recent and future additions to the supply would serve to indicate that relatively few vacancies would be generated in the City by current residents moving to these units. In addition, the rent distribution of apartment units has increased recently.

The 1972 Apartment Survey indicated the following:

"Most of Fullerton's apartment units fall into the \$125 to \$174 rental range, which was true in last year's survey as well. However, a major shift has taken place within these ranges. The most marked shift in distribution occurred in the \$150 to \$174 range which dropped from 48 percent in 1971 to 24 percent in 1972. This shift corresponded to the increase in the percentage of units renting for over \$175 from 10 percent last year to 23.5 percent this year. The City-wide average for rent increased from \$149 to \$154 over the year's period."

4. Constraints: Land Value Patterns, Housing Delivery System, Availability of Government Assisted Housing Programs

In the short run, the actions of the City toward fulfillment of housing needs for all economic segments is restricted because of land values, the housing delivery system, and the unavailability of Federally assisted housing programs.

According to the assessor's records, there is a wide range in the land values per acre. Table 3 shows the land value patterns on vacant residential land in the City. Because the value of land is a major factor in the costs of new housing, the overall pattern affects the distribution of prices on home ownership housing and the rents on apartment units. The exact impact, however, depends on the densities allowed on the vacant parcels.

TABLE 3
LAND VALUE PATTERNS ON VACANT RESIDENTIAL
LAND OF MORE THAN THREE ACRES*

<u>Value Per Acre</u>	<u>Number of Parcels</u>	<u>Percent Distribution</u>
Less than \$15,000	12	29.3
\$15,000 - \$19,999	11	26.9
\$20,000 - \$24,999	3	7.3
\$25,000 - \$29,999	4	9.8
\$30,000 - \$34,999	5	12.2
\$35,000 - \$39,999	3	7.3
\$40,000 - \$44,999	3	7.3
TOTALS	41	100.0

*Excludes oil land areas

SOURCE: Development Services Department, City of Fullerton
Haworth/Anderson/Lafer

The housing delivery system is marked by three general characteristics. First, the housing supply reflects the state of home building technologies--predominantly oriented to on-site construction. Second, conventional homebuilding techniques are limited in the extent to which they can reduce housing costs; that is there is a floor below which standard housing cannot be constructed. In Orange County and Fullerton, this floor is relatively High and it means that there is no such thing as new "low cost" housing. Third, this "production cost" floor becomes the division point between effective and noneffective demand for new construction; that is, income groups with noneffective demand cannot be served through new construction. It is unlikely that these characteristics will change significantly in the near future; for example, a shift to off-site, industrialized housing construction.

Another constraint is the unavailability of governmental housing programs. There are four housing programs for increasing the supply of housing for low and moderate income households, including: Section 235 (home ownership), Section 236 (rental housing), rent supplement, and the Section 23 leased housing programs. Each of the first three programs are primarily used for new construction, although they can be utilized for the rehabilitation of dwellings, and the Section 23 program is primarily used for leasing (by a local housing authority) vacant standard housing, although it can be used for the purpose of stimulating new construction and rehabilitation. Since January 1973, these programs have been subject to a moratorium. However, on September 19, 1973, President Nixon submitted his housing proposals to Congress, one of which is the continuation, on a limited basis, of construction of housing for low income families. Accordingly, during the remainder of fiscal year 1974, the Department of Housing and Urban Development will continue to process applications for units which had moved most of the way through the application process before the moratorium was established. In addition, authorization has also been given to process applications for an additional 200,000 units of Section 23 leased housing, 150,000 of which would be for new construction.

IV

HOUSING PLAN

The "housing plan" suggests what should be accomplished in the City so as to meet housing needs, solve housing problems and mitigate obstacles. For example, the plan indicates what should be accomplished in terms of new construction and the rehabilitation of housing. The housing plan does not suggest how the above ought to be achieved since this is covered in the housing program section. The housing plan is concerned with long-range accomplishment whereas the program deals with specific actions which should be taken in the short run in order to begin to achieve what the plan suggests. Consequently, adoption of the housing plan should be viewed as indicating what the City would like to see happen in Fullerton, thereby providing a framework for actions and decisions to be taken in the years ahead. But it should be emphasized that the housing element, like any other element of a general plan, is flexible and subject to modifications. As more specific planning studies are completed, amendments to the housing element may be necessary.

In accordance with State law and guidelines, the housing plan consists of four inter-related parts, including:

- A set of coordinated housing goals, policies, and objectives.
- A plan for future housing growth and production.
- A plan for the improvement of the existing housing stock and neighborhood environments.
- A plan for meeting the housing needs of different economic segments.

Housing Goals, Policies, and Objectives

A fundamental purpose of a housing element, as with other elements of a general plan, is to provide a framework for the specific actions and day-to-day activities of the City. In order to develop this framework, it is necessary to establish goals, policies, and objectives. Definitions and examples of these terms are provided immediately below.

Goals- ideal directions or conditions which are sought by the community. (Example: Absence of deteriorated and/or substandard dwellings within the existing supply of housing units.)

Policies- type and level of City commitment to achieve these goals. (Example: Encourage the rehabilitation of dwellings which are in need of minor or major repair.)

Objectives- actions directed by goals and policies which are capable of measurement and attainment. (Example: Reduction in the number of substandard housing units.)

1. Housing Growth and Production

Goals

A variety in location, type, price, and tenure among new units added to the supply but within the limits of the potential amount of new construction.

Development of housing in locations that effectively utilize the existing community facilities (streets, schools), are compatible with recreational and other open space resources, and avoid environmental hazards such as landslide areas.

Policies

Require that new housing developments be evaluated with respect to other elements of the General Plan and any additional related items covered by the requirements of the State Environmental Quality Act.

Encourage new residential construction in areas which will be adequately served by public services and facilities in accordance with the plans and programs of local agencies including school districts.

Objectives

New housing construction should be located in areas designated in the Land Use Element.

Total new housing production should reflect the type and density mix as incorporated in the Land Use Element.

Total new housing development should be consistent with the City's population growth policy.

2. Improvement of the Existing Housing Stock and Neighborhood Environments

Goals

Absence of substandard dwellings from within the existing supply of housing units.

Adequate maintenance and upkeep of the existing housing stock.

Adequate services and facilities to all households residing in existing neighborhoods.

Policies

Encourage the replacement of housing unfit for human habitation and the rehabilitation of dwellings which are in need of minor or major repair.

Establish regulations, if appropriate, to ensure proper maintenance of existing residential units.

Encourage and participate in the conservation, enhancement and improvement of the residential living environment in the City's existing neighborhoods.

To protect the identity and life style in the City's existing neighborhoods.

To encourage citizen participation by the residents of all of the City's neighborhoods.

Objectives

Through City actions, increase the number of households who are adequately housed by the rehabilitation of housing and the replacement of deteriorated dwellings.

Prevention of rapid deterioration of presently sound units which are older and of lower quality.

Effect improvements in those areas having deficiencies of park and recreational opportunities as well as public works deficiencies such as street lights and sidewalks.

3. Housing Needs of Different Economic Segments

Goals

A housing stock which enables the different economic segments in Fullerton to satisfy their housing needs among both new and existing dwellings but within the limits of the potential size of the housing supply.

Existence of equal opportunity of choice for adequate housing for all residents, regardless of race, creed, national origin or ethnic group affiliation.

Adequate relocation housing and assistance for persons and families displaced by public improvements.

Policies

Influence the price or rent distribution of new additions to the supply.

Require that information on which economic segments and housing needs will be served by proposed additions to the housing supply.

Influence the utilization of the existing housing stock so that opportunities are created for satisfying the housing needs of a broad range of economic segments.

Encourage and assist, where appropriate, in the development of new housing for individuals and families with poverty, low, and moderate incomes.

Encourage and assist in assuring open housing for all residents and households who seek to rent or buy housing in the City.

Establish annual estimates of households to be displaced due to public improvements and estimates of the availability of suitable relocation housing.

Objectives

Increase the number of units in certain price or rental categories to satisfy defined housing needs.

Production of housing for families and individuals having poverty, low, and moderate incomes to reduce the gap between need and supply.

Increase the number of households who are able to use the existing stock to meet housing needs, particularly poverty, low, and moderate income individuals and families.

To secure, through available City resources, adequate housing for individuals and families who have had their open housing rights violated.

To reduce the number of households adversely affected by the relocation housing process.

The preparation of the housing plans which are described below has been guided by the statement on goals, policies, and objectives. In those cases where a policy or objective is not reflected in the proposals contained in the plans, they are used to guide the formation of the housing element review and update process which is described in a later section.

Plan for Housing Growth and Production Targets

This part of the housing plan satisfies the housing element requirement for the "provision of adequate sites for housing." The intent and purpose of the legislation is for local communities to plan for the number and types of housing in locations appropriate for residential development.

As previously mentioned, there will be a need to expand the housing supply as the City's population grows. It is anticipated that this expansion will be due primarily from in-migration as the availability of housing permits families to move to Fullerton. In the future there may be occasions when the supply is insufficient; that is, the num-

ber of households exceeding the number of dwellings. If this happens, overcrowding, doubling-up and households without individual dwellings could occur. More than likely, these conditions would be temporary since most families can move to other areas. But in some cases, these conditions can be of longer duration if families are unable to move because of lower incomes.

The goals, policies, and objectives for growth and production suggest that the number, type, and location of new housing units should reflect the suitability of land in Fullerton for residential land use of appropriate types and densities. In addition, the total number of units should be consistent with the City's population growth policy. Accordingly, as indicated earlier, the plan for housing growth and production seeks to attain the following planning objectives:

- New housing construction should be located in areas designated in the Land Use Element.
- Total new housing production should reflect the type and density mix as incorporated in the Land Use Element.
- Total new housing development should be consistent with the City's population growth policy.

1. Total Housing Production

The housing plan suggests that 14,700 new dwelling units should be constructed on land which is currently vacant (about 2,200 acres). This amount of construction accommodates the level of net population growth as provided for by the middle-range densities of the Land Use Element. This level of new construction would occur during the time it takes the City to develop to its ultimate capacity. This amount of new housing production (combined with conversions of single family units to apartments and replacement housing) will increase the size of Fullerton's housing stock to between 45,500 and 46,000 dwellings, or about 49 percent above the current level. Table 4 indicates the number and type of new units to be built by Census Tract locations.

Production targets are based on the middle range densities as shown on the land use map of the General Plan and on recent rezoning of land. If development were permitted at maximum densities, there would be approximately 5,500 more dwellings than suggested for the housing growth and production targets. Therefore, the primary production target is to permit residential development equal to approximately 14,700 units.

2. Distribution of Housing Types

Within the total amount of new housing production on vacant land, a variety of housing types providing a broad range of opportunities for different life styles are to be offered. They include the following:

- Single Family, Low Density at one to six units per acre. These units would more than likely be single family detached units offering home ownership opportunities. The housing growth and production targets suggest the building of 985 units or about seven percent of the total amount of new residential construction.
- Single Family, Low Density, PUD at three to 14 units per acre. These units would be oriented to the detached and attached ownership housing market. The housing growth and production targets suggest 1,844 units being built or about 13 percent of the total housing production.
- Single Family, Cluster Development at an average of five units per acre. Cluster development refers to the grouping of structures and reduced lot sizes. This housing type is oriented to the home ownership market. The housing plan suggest a total of 7,598 units being built on oil company owned land or about 52 percent of the total housing production.
- Multiple Family, Medium Density at 15 to 30 units per acre. This housing type would accommodate low rise, nonelevator apartment structures, primarily. The housing plan suggests 3,545 units of this type or 24 percent of the total housing production.
- Multiple Family, High Density at 30 to 60 units per acre. This housing type would allow for low-rise, elevator and nonelevator apartment structures and would be at least three stories high. On vacant land, a total of 701 units are planned (five percent of the total production.)

In general, then, five basic housing types are being planned for with about 70 percent of the total housing production being oriented primarily to the ownership market and 30 percent to the renter market.

3. Housing Location

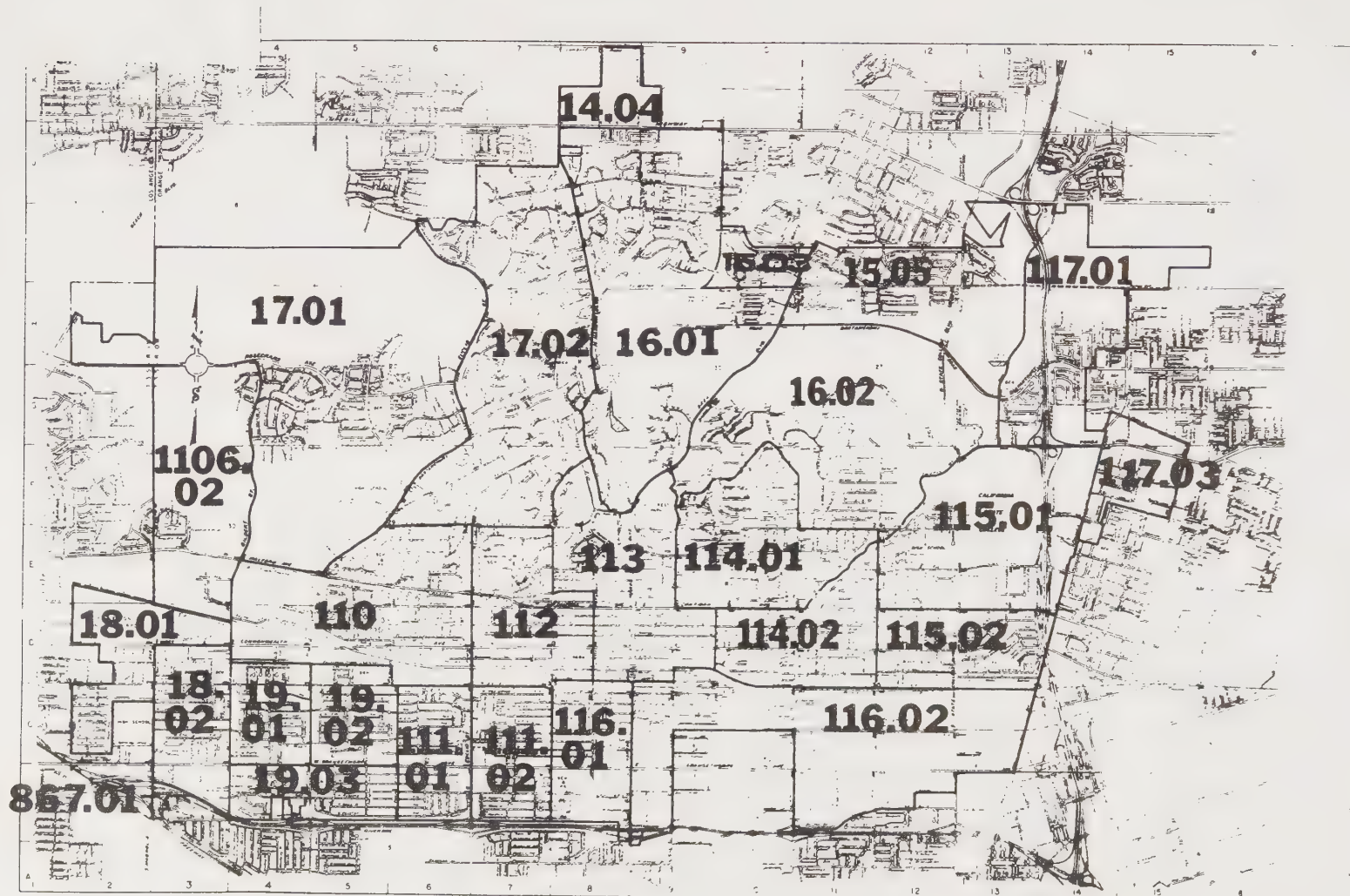
New housing production is planned for in 12 of the City's 25 Census Tracts. More than 50 percent of new residential growth should be accommodated in Census Tracts 17.01 and 16.02. However, a significant amount of new development is planned for in Census Tracts 1106.02, 16.01, 115.01, and 117.01. Altogether, these four Census Tracts should have about 6,350 dwelling units built. It is anticipated that new housing will be built in the latter locations before it takes place in Census Tracts 17.01 and 16.02. Most of the vacant land in these two Census Tracts is owned or controlled by several oil companies and is expected to remain in active use, at least in part, for the next fifteen years. Some development of this land can be expected during this time period, however.

TABLE 4

HOUSING GROWTH AND PRODUCTION TARGETS

Census Tracts	Single Family Low Density	Single Family P.U.D. Low to Medium	Single Family Cluster Development	Multiple Family Medium Density	Multiple Family High Density	Census Total	Percentage Distribution
17.01	168		4198			4366	29.8
16.02	403		1952	350		2705	18.5
1106.02	96	1738		542		2376	16.2
16.01	66	75	918	427		1486	10.1
115.01				710	701	1411	9.6
117.01	175		195	711		1081	7.4
15.05		31	335	150		516	3.5
117.03				343		343	2.3
116.01				163		163	1.1
116.02				149		149	1.0
17.02	59					59	.4
15.03	<u>18</u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u>18</u>	<u>.1</u>
TOTALS	985	1844	7598	3545	701	14,673	100.0
	6.7%	12.6	51.8	24.1	4.8		

Source: City of Fullerton, Development Services Department
Haworth/Anderson/Lafer



Each of the various housing types have distinct locational patterns. For example, 60 percent of the apartment units are to be located near the Orange Freeway and close to California State University. With respect to single-family low density development, 41 percent of the units are to be located in Census Tract 16.02 in the general vicinity of Skyline Drive, Ladera Vista Drive, and East Pioneer Avenue. The great majority (94 percent) of PUD development is planned for the western part of Fullerton in Census Tract 1106.02, bounded by West Malvern, Gilbert Street, Rosecrans Avenue, and the western City limits. Cluster development is scheduled for the Fullerton Hills area; however, a variety of housing types could be permitted as long as development is within density of five units per acre.

Plan for Improving the Existing Housing Stock and Neighborhood Environments

Section 65302(c) of the Government Code states that a housing element must include "... Standards and plans for the improvement of housing."

The standards for housing quality for this part of the housing plan are those utilized by the Environmental Health Division of the Orange County Health Department to evaluate the condition of a parcel, including the structures and premises, as well as selected neighborhood features. These standards were defined on page four. Utilizing these standards, the condition of 1238 units were surveyed in selected areas of the City. Of these units, 204 or 16.5 percent, were found to be in need of major repair or beyond repair. Additional research revealed that about 4,000 dwellings could be in a deteriorated condition three decades from now. This data indicates that some families, now and in the future, will not have "a decent home and suitable living environment." The goals, policies, and objectives of Fullerton reflect a desire and commitment to attain, gradually over time, standard housing and adequate neighborhood conditions for every resident family.

The plan for improving the quality of the existing housing supply and neighborhood environments consists of two sections. The first is concerned with the replacement and rehabilitation of substandard housing. The second section deals with conservation, enhancement, and concentrated improvement of selected neighborhoods. Geographically, this part of the housing plan covers primarily five areas: the Southwest area, Truslow, CBD East, CBD West, and the Railroad Corridor area. It is in these five areas in which housing surveys have been performed and for which housing quality information is available.

The plan for improving the existing housing stock and neighborhood environments seeks to attain the following planning objectives:

- Through City actions, increase the number of households who are adequately housed by the rehabilitation of housing and the replacement of deteriorated dwellings.
- Prevention of the rapid deterioration of presently sound units which are older and of lower quality.

- Effect improvements in those areas having deficiencies of park and recreational opportunities as well as public works deficiencies such as street lights and sidewalks.

1. Replacement and Rehabilitation of Substandard Housing

The amount of substandard housing in Fullerton is not extensive and it is located in a few distinct areas and within these areas in scattered blocks. According to the criteria of the Orange County Health Department, those units which are considered beyond reasonable repair are not economically feasible to rehabilitate. These units then constitute the prime candidates for being replaced with standard housing. In addition, dwellings which are in need of major repair must be constructed sound enough and of sufficient size to warrant rehabilitation. Consequently, some of these probably should be removed and replaced with standard structures.

The intent of this part of the housing plan is to identify those areas and blocks in which it is most likely that residential structures will be found which should be replaced or rehabilitated. As stated earlier, the housing condition surveys completed to date have evaluated only the exterior of the dwellings; no examination has been made of interior facilities or conditions. Therefore, the extent of need for housing replacement or rehabilitation may be more or less than indicated here or there may be other areas in Fullerton which have substandard residential structures.

In terms of replacement housing, those blocks with 10 percent or more in need of major repair or beyond repair were selected as the target areas and blocks for the removal of substandard housing and its replacement with decent, safe, and sanitary dwellings. On the following two maps, target blocks are identified in four areas: Southwest, Railroad Corridor, CBD West and CBD East (the Truslow area is covered in another section). It is within these areas and blocks in which efforts should be undertaken to detect units which are unfit for human occupancy and, therefore, should be replaced with standard dwellings. Within the target areas and blocks mentioned, there are approximately 100 to 110 substandard structures which constitute approximately 60 to 70 percent of the total number of deteriorated units, according to the standards of the Environmental Health Division.

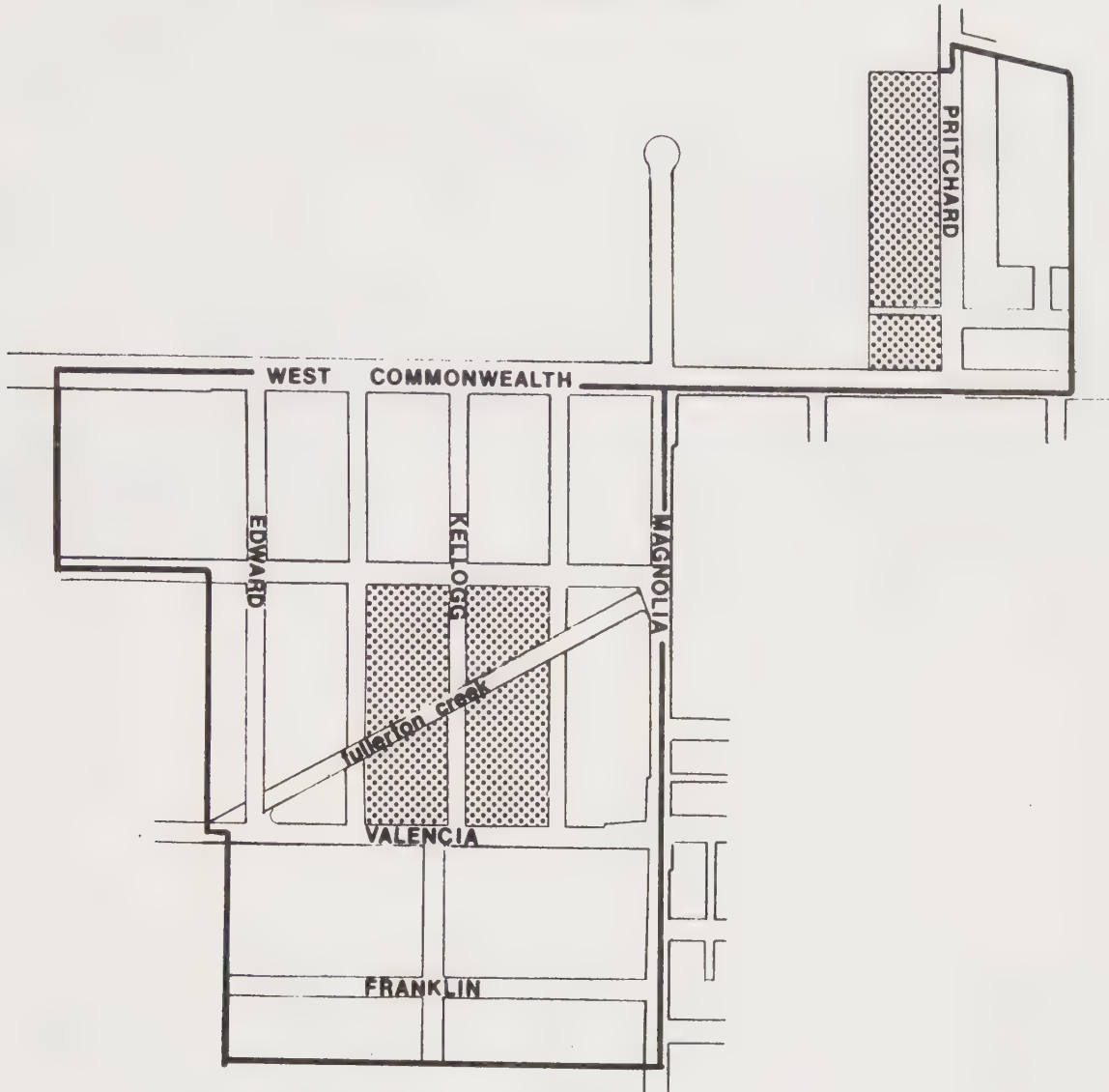
In addition, within the above four areas there are also approximately 300 to 350 units which could require minor or major rehabilitation in order to meet prevailing codes and standards. These units are primarily classified as in need of minor repair, although some units classified as in need of major repair are included in this total.

The specific planning targets include the following:

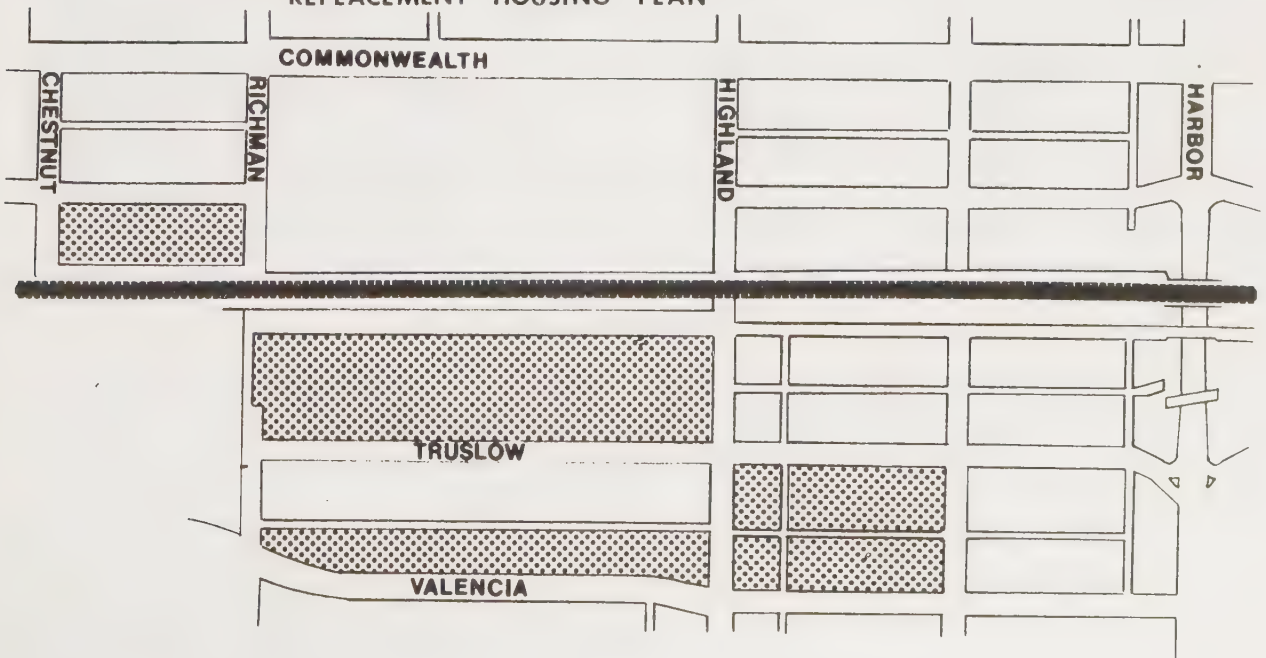
- The replacement of the maximum feasible number of units unfit for human habitation within the 25 target blocks on at least a one-to-one basis with decent, safe, and sanitary dwellings.

SOUTHWEST AREA: TARGET BLOCKS

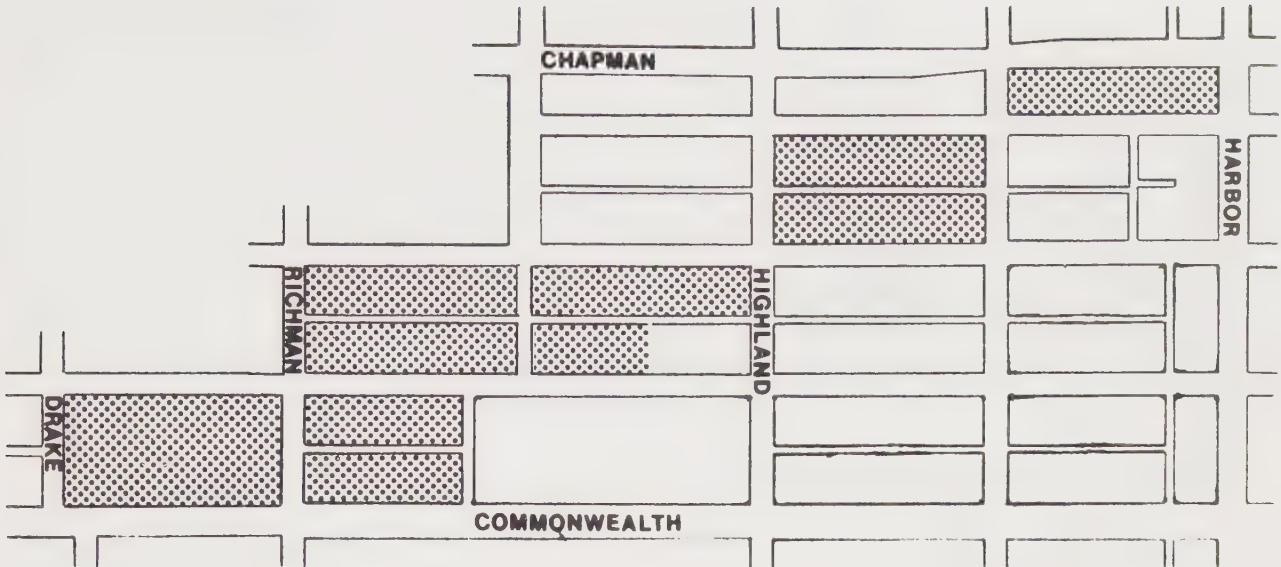
REPLACEMENT HOUSING PLAN



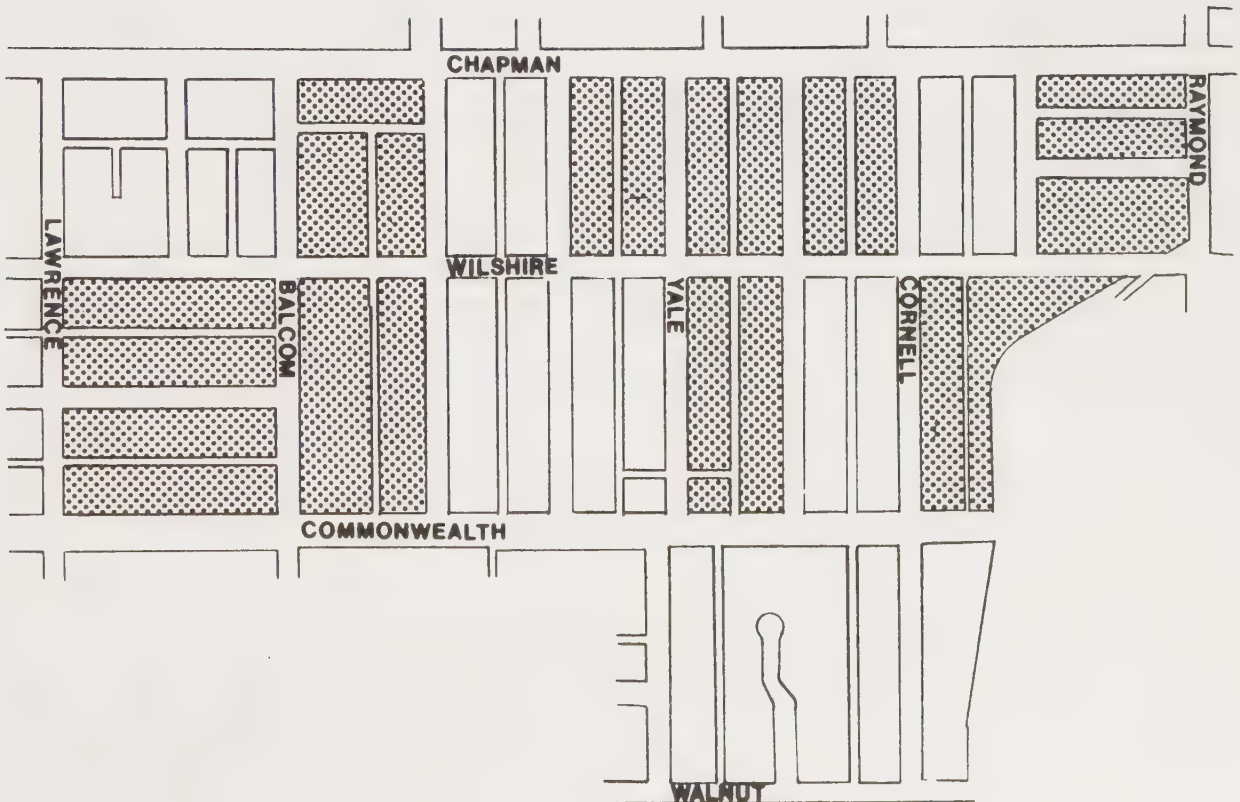
RAILROAD CORRIDOR AREA: TARGET BLOCKS REPLACEMENT HOUSING PLAN



CBD WEST: TARGET BLOCKS
REPLACEMENT HOUSING PLAN



CBD EAST: TARGET BLOCKS
REPLACEMENT HOUSING PLAN



- The rehabilitation of the maximum feasible number of units within the 63 blocks located in the four areas of Southwest Fullerton, Railroad Corridor, and CBD East and West.

It should be pointed out that if dwellings should be removed because of health, safety and welfare reasons, they should be replaced with standard dwellings, in order that the supply is not reduced; that is, if 50 units are removed, the same number should be built. However, in certain cases it may be inappropriate to have replacement housing on the same lot. For example, some lots may have 7,000 square feet with three or four dwellings, only one of which is substandard. Under these conditions, it may be inappropriate to have replacement on a one-to-one basis on the same lot because of the high densities and the low amount of living space.

2. Neighborhood Conservation, Enhancement, and Concentrated Improvement

The preservation and maintenance of housing quality in the years ahead will be particularly necessary in those neighborhoods of Fullerton having a large number of units built before 1950 and during the wave of construction in the 1950's. Although housing deterioration is not entirely a function of time or age of construction, it is important to concentrate neighborhood conservation efforts in that portion of the housing stock which is older and of less quality as measured by value or dollar rent.

The bulk of the housing stock which is 23 years old or more is located in Census Tracts 110, 112, and 113, with the latter two having 52 percent of the City's dwellings built in 1939 or earlier. The housing units built earlier than 1950 are almost evenly divided between owner and renter occupancy.

At the time of the 1970 Census, about 12,000 units or about 42 percent of the City's housing stock was built in the 1950's. About 75 percent of these units were still owner-occupied in 1970. The Census Tracts with the highest number of units built during the 1950's are 110, 111.01, 111.02, and 115.02. Even assuming normal maintenance practices, it has been estimated that approximately 4,000 units out of the existing stock can be expected to be in a deteriorated state by the year 2000 and these units are primarily located in the Census Tracts mentioned above. It is within these areas that a neighborhood conservation plan is most useful. The specific planning targets are indicated below:

- The designation of "neighborhood conservation areas" in Fullerton continuously in the future based on factors such as age, value, and surrounding land uses.
- The reduction in the average age of these "neighborhood conservation areas" over time through selected and appropriate new residential construction and thereby avoid the necessity for massive replacement sometime in the future.

The area bounded by Commonwealth Avenue, Magnolia Avenue, Buena Park High School and by the Fullerton Creek Channel and the western City limits has been identified as the area most in need of an enhancement of neighborhood services and facilities as well as other environmental features. Although the area is basically sound in terms of housing conditions, the enhancement of the area by upgrading public works deficiencies, beautification of the Fullerton Creek Channel, achieving a separation of commercial development from residential development, and the provision of park and recreational opportunities would foster the improvement of housing quality and the prevention of the deterioration of dwelling units. On page 28, a "neighborhood enhancement plan" is shown for the purpose of illustrating a prototypical solution to the need for improving certain features of the physical environment in this neighborhood of Fullerton. The cost of installing street lights and upgrading potentially substandard sewer lines is estimated at \$117,300.00. The specific planning targets for neighborhood enhancement include the following:

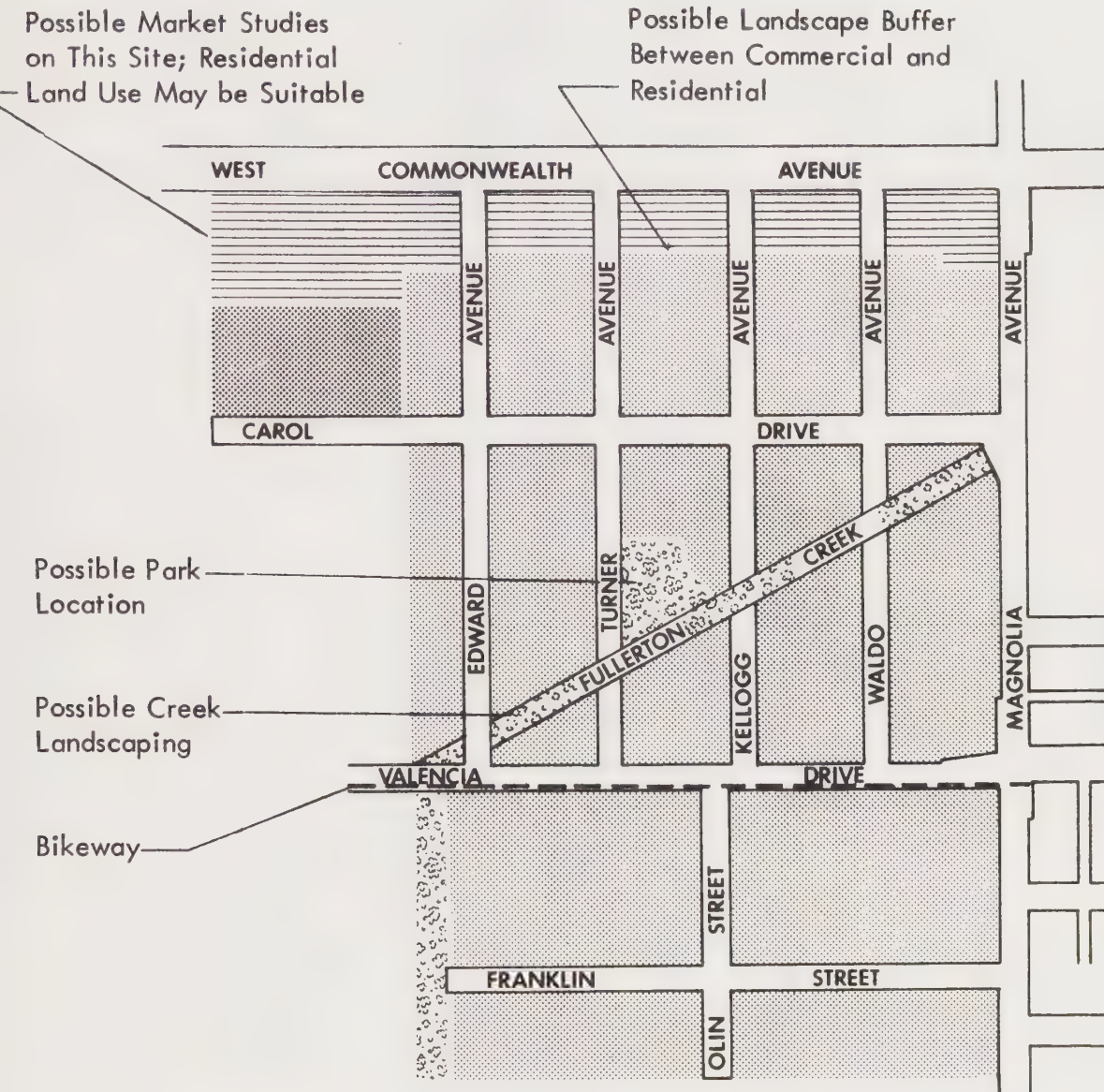
- Drawing from the prototypical neighborhood enhancement plan, the preparation and implementation, on a cooperative basis with area residents, of an improvement plan for services and facilities and other neighborhood features.
- The upgrading of public improvements in the Southwest area to City standards.

Although many of the units in the Truslow area are well maintained, this neighborhood has a high concentration of residential structures which are in need of major repair or are beyond repair. Of the 205 structures whose condition has been surveyed, 71, or 35 percent, were found to be in need of major repair or beyond repair. Of these units, 61 are located in six of the area's 13 blocks. In addition to the low quality of individual housing units, there are also certain neighborhood features which tend to reduce the overall quality of the residential living environment. For example, a substantial portion of the study area, at the present time, is directly exposed to the railroad track without benefit of noise, visual, or traffic barriers. Unlike the Southwest area, the Truslow area requires the simultaneous improvement of housing conditions as well as neighborhood conditions, or, in other words, a concentrated improvement plan. For illustrative purposes only, a prototypical plan for dealing with some of the housing and neighborhood conditions is shown on page 29. In addition, Table 5 shows the "Target Blocks" for the improvement of housing conditions. With regard to concentrated improvement, the following are specific planning targets.

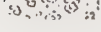
- Drawing from the prototypical plan, the development and implementation, on a cooperative basis with area residents, of a concentrated improvement plan.
- The replacement and/or rehabilitation of the maximum feasible number of housing units in the Truslow area in the designated target blocks.

SOUTHWEST AREA

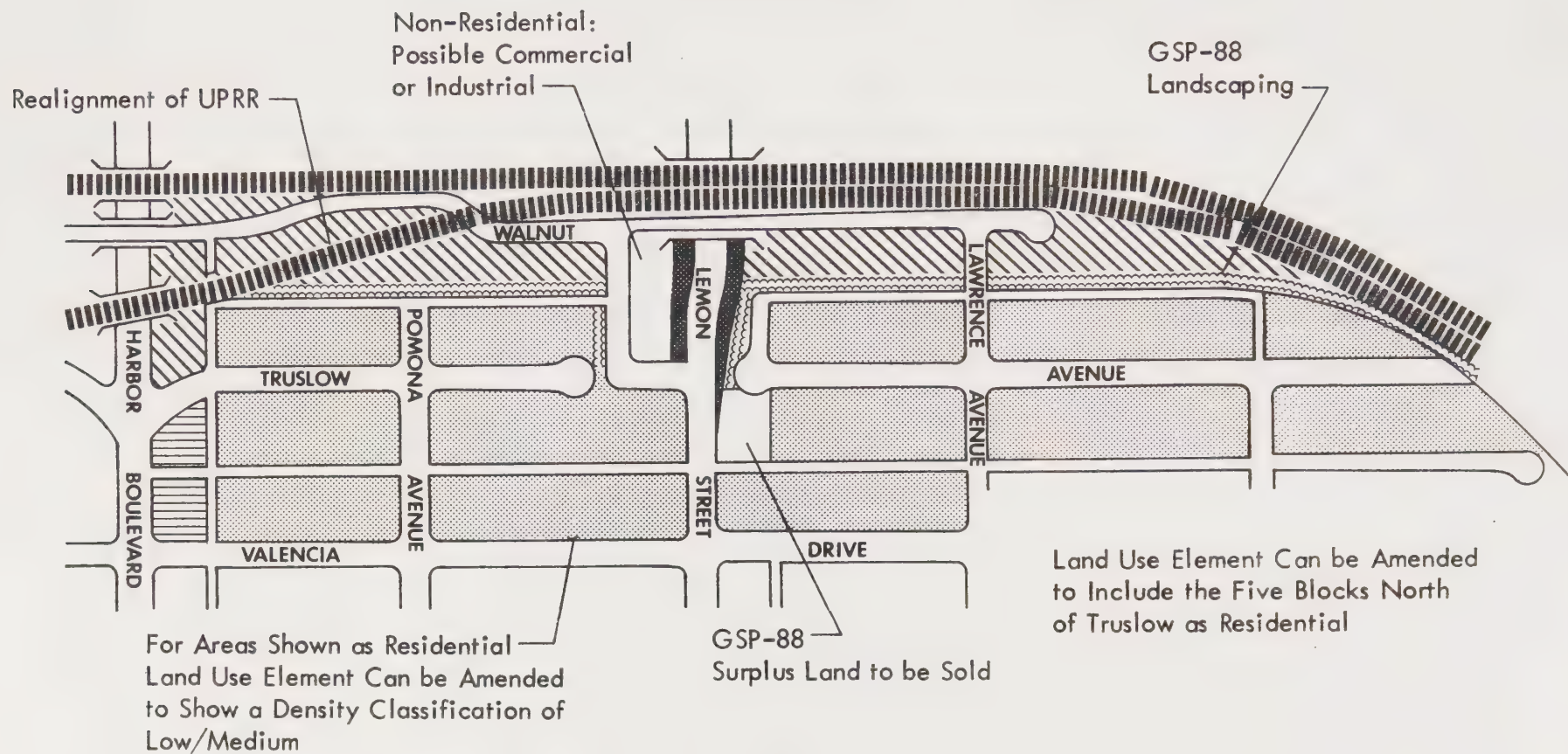
PROTOTYPICAL NEIGHBORHOOD ENHANCEMENT PLAN



LEGEND

-  Low Density, 1-6
-  Medium Density, 15-30 units/acre
-  Commercial
-  Recreation and Parks

PROTOTYPICAL CONCENTRATED IMPROVEMENT PLAN



LEGEND

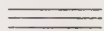
-  Low/Medium Density, 3-14 units/acre
-  Commercial
-  Industrial
-  Slopes, 2:1

TABLE 5

TARGET BLOCKS FOR CONCENTRATED
IMPROVEMENT OF HOUSING CONDITIONS

<u>Assessor's Page & Block Number</u>	<u>Total Number of Residential Structures in Block</u>	<u>Number of Dwelling in Need of Major Repair or Beyond Repair</u>
033-041	22	13
033-043	27	19
033-093	19	11
033-042	11	5
033-044	20	7
033-053	<u>20</u>	<u>6</u>
TOTALS	119	61

Plan for Meeting the Housing Needs of Different Economic Segments

The State housing element law mandates that this element of the General Plan "... shall make adequate provision for the housing needs of all economic segments of the community." According to a recent draft report by the State Department of Housing and Community Development on local housing element regulations: "The housing element shall consider the needs of all elements of society but particular attention shall be given to the housing problems and lack of opportunities of those groups with least access to the housing market: the low and moderate income and minority groups." In general, then, this part of the housing plan suggests what the City of Fullerton should do to foster the condition of adequate provision of housing for all economic segments, particularly poverty, low, and moderate income groups.

The plan for meeting the housing needs of different economic segments consists of two sections. The first section deals with housing production targets for different economic segments. The second section is concerned with the utilization of the existing stock to meet housing needs. This part of the housing plan seeks to attain the following planning objectives:

- Increase the number of units in certain price or rental categories to satisfy defined housing needs.
- Production of housing for families and individuals having poverty, low, and moderate incomes to reduce the gap between need and supply.
- Increase the number of households who are able to use the existing stock to meet housing needs, particularly poverty, low, and moderate income individuals and families.

1. Income Group Production Targets

The basic question before this part of the housing plan is what would be the allocation or distribution of new housing units among the different economic segments so that housing needs are fulfilled. Essentially, this question is what should be the production targets for poverty, low, and moderate income groups.

Targets for the production of new dwellings for poverty, low, and moderate income groups should be based on reasonable criteria and standards. It is unrealistic to believe that these housing needs must or can be satisfied only through the production of new units. Rather, there must be a balance between existing resources and the supply of new housing. Consequently, the criteria and standards should be practical and offer adequate probabilities of fruition. Conversely, despite the difficulties of fulfilling these needs through new production, complete reliance cannot be placed solely on the existing stock.

The following are the criteria and standards used to establish housing production targets on vacant land for poverty, low, and moderate income groups.

Criteria: To reduce the incidence of overcrowding among existing households.

Standard: The number of overcrowded households as a percentage of the total household population. This percentage is then applied to the total production targets. (1% of 14,673 new units = 147 units.)

Criteria: To reduce the incidence of overpaying among Fullerton's renter households.

Standard: The number of low-income renter households living in standard housing who are overpaying as a percentage of the total number of households living in the City. This percentage is then applied to the total number of new housing units. (10% of 14,673 new units = 1,467 units.)

Criteria: To increase the opportunities of lower-income households who work in the City but reside elsewhere and would like to live in Fullerton to be able to live in the City.

Standard: Ten percent of the above total dwellings as the standard for meeting these future needs through the production of new housing units. (10% of 1,614 units = 161 units.)

Therefore, the housing production targets for poverty, low, and moderate income groups is equal to 1,775 new housing units (about 12 percent of the total). In order to distribute these units among the different income groups, the following procedures were used: (1) a determination was made of the total number of households in these income groups at the time of the 1970 Census; (2) the percentage distribution of these

income groups was determined; and (3) these percentages were then applied to the production targets. Using this methodology, the following are the production targets by income group.

<u>Income Group</u>	<u>New Housing Production Targets</u>	<u>Percent Distribution</u>
Poverty	431	24.3
Low	666	37.5
Moderate	<u>678</u>	<u>38.2</u>
TOTALS	1,775	100.0

It is expected that 163 units will soon come on the market (on vacant land) for the households in the low and moderate income group. Thus, 163 out of the 1,097 production target total will soon be met. Also, if new housing can come on the market at between \$20,000 and \$25,000 or for rent levels between \$150 and \$200, much of the moderate income production targets can be met.

The production targets for the middle, high, and upper income groups total 12,898 housing units. (14,673 units - 1,775 units = 12,898.) It is anticipated that the private housing market will be able to fulfill the majority of these needs; however, the middle income groups (\$10,000 to \$15,000 annual income) will have a limited range of choice among new for-sale housing units. This is based on the estimate that approximately 69 percent of new for-sale housing would be priced at more than \$40,000 and 15 percent between \$35,000 and \$40,000.

2. Utilization of the Existing Housing Stock

Adequate provision for housing needs can be made through both new and existing units. The existing standard housing stock (estimated at 30,000 units) offers excellent opportunities for meeting the housing needs of Fullerton residents having annual incomes less than \$10,000. To meet these needs from the existing stock requires a direct and indirect future course of action.

Since the City of Fullerton is affiliated with the Orange County Housing Authority, direct action can take the form of leasing, under the Section 23 Program, vacant standard housing units in the City of Fullerton for poverty and low income households. Regarding indirect action, the City in the years ahead should induce the filtering process. This indirect action refers to the situation where housing built at certain price ranges induces a turnover of existing units, some of which can then become available for households having low and moderate incomes.

The specific planning targets for the utilization of the existing stock include:

- The leasing of vacant units for poverty and low income households equivalent to the number of households who will require relocation assistance owing to a public improvement.
- The production of units in the \$25,000 to \$35,000 price bracket in order to create a turnover of units priced below \$25,000. (According to current estimates, approximately 1,700 units could be built at under \$35,000.)

3. Distribution of Housing Intended for Poverty, Low, and Moderate Income Groups

This section is concerned with the distribution within Fullerton of housing intended for poverty, low, and moderate income groups.

The production targets for poverty, low, and moderate income groups can be met on vacant land and through a conversion of existing development such as single-family units to multiple-family structures. The Census Tracts planned for new construction on vacant land in the "housing growth and production plan" include the following 12: 15.03, 15.05, 16.01, 16.02, 17.01, 17.02, 115.01, 116.01, 116.02, 117.01, 117.03, 1106.02.

Within these Census Tracts, a variety of housing types will be built. However, it is believed that the following housing types offer the best opportunities for the building of such housing: single family PUD low and medium density; multiple family medium density; and multiple family high density. Consequently, efforts directed at influencing the production of housing for poverty, low, and moderate income groups should be concentrated in those Census Tracts which have these housing types. Finally, new housing production should be evaluated with respect to the following locational criteria:

- The elementary school service area should be the geographic boundaries within which individual developments are evaluated.
- New production should be outside of areas or neighborhoods with an existing concentration of lower income housing.
- New housing units should emphasize the special needs (locational, cost, design) of the elderly population and relocated families or individuals.
- New production should avoid the saturation of elementary school facilities or assist in the use of underutilized school facilities.

The following represent the criteria by which the leasing of vacant standard housing under the Section 23 leased housing program should be evaluated.

- No more than five units should be leased on a given block in the City.
- Units leased under the program should not shift the balance between renter and owner occupancy in a block.
- Dwellings should be leased in areas which will foster the achievement of other parts of the housing plan such as replacement housing, neighborhood improvement, and relocation housing.

HOUSING PROGRAM

THREE YEAR PLANNING AND IMPLEMENTATION ACTIVITIES

The housing program deals with how various aspects of the housing plan can be achieved through a series of planning and implementation activities to be undertaken over the next three-year time span. As stated earlier, the plan is concerned with long-range accomplishment while the program includes specific actions which should be done in the short term so as to start to achieve what the plan suggests. The suggested tools for implementing the plan are directed at reducing the impediments posed by certain housing obstacles. The housing program is described below in terms of three annual time periods and by each part of the housing plan.

FIRST YEAR

From Plan/Program Adoption Through December, 19741. Housing Growth and Production

With respect to specific implementation activities, the Development Services Department should activate a Density Controls/Tradeoffs Monitoring System. The "Density Controls/Tradeoffs Monitoring System" is an attempt to permit the production of new housing within the targets established in the housing plan by means of a monitoring of the number of housing units proposed on vacant land. Under this system, proposed new housing production on a vacant parcel would be compared to the growth and production targets which were based on the middle range densities of the land use map.

Through the Environmental Impact Report procedures, an analysis and evaluation of the proposed number of units will be made by the staff of the Development Services Department. If the proposed number of units exceeds those of the housing production plan, the EIR would indicate the positive and negative impacts attributable to the extra number of housing units. In addition, the EIR would indicate the alternative feasible parcels on which density classifications could be reduced or which probably would not be built to the middle range density (because of particular site characteristics, for example) and thus enable overall housing growth and production to remain within the targets described in the plan. If the Commission or Council desire to allow the extra amount of units, proceedings, if necessary, could be initiated for amendments to the Land Use Element and Housing Element of the General Plan for the alternative feasible parcels in order to retain housing growth and production within the targets outlined.

2. Improving the Existing Housing Stock and Neighborhood Environments

For the purpose of achieving the objectives and targets of the plan for improving the existing housing stock and neighborhood environments, the following planning activities are to be undertaken during this time period. However, it should be noted that the three-step course of action outlined immediately below will be followed in the years subsequent to this time period. It is anticipated that the scope of inspection surveys will be minimal during the first year and will not be accelerated until the City is satisfied that sufficient resources are available to implement a comprehensive program.

- In terms of housing replacement and rehabilitation, a three-step course of action is suggested, including detection, classification, and action. These steps are defined below:

Detection: This step involves the performance of housing inspection surveys in each of the designated areas, concentrating initially on vacant dwellings, then on owner-occupied structures and, finally, on absentee-owned property. These surveys would evaluate the condition of housing according to the criteria contained in Volume III - Housing - of the Uniform Building Code.

Classification: Each of the units whose condition has been evaluated should be further classified in terms of structure type, occupancy status (owner-occupied, tenant-occupied, absentee owner), the potential of temporary or permanent relocation being necessary, income of occupants, and estimated costs of replacement or rehabilitation.

Action: After a building is found to be substandard, an appropriate course of action should be initiated including the repair, rehabilitation, vacation or demolition and replacement of the building. The selection of a course of action should be made only after a careful evaluation of alternatives on a structure by structure basis and the assurance that resources for replacement and/or rehabilitation are available.

- In addition to the inspection surveys, a "concentrated improvement plan" should be developed, in cooperation with area residents, for the Truslow area during this time period. This plan will form the basis for public improvements in Truslow as well as improvements in the housing conditions of the households living in the area.

The most effective implementation of this part of the plan will occur if a combination of methods and resources are utilized rather than relying on only one or two methods. In this way, those methods which are not workable or resources which do not materialize can be discarded without necessarily impairing the implementation of the plan.

In this regard, the following implementation tools are suggested for investigation and evaluation and eventual submittal to the Planning Commission and City Council. The aim of these implementation tools is to reduce the impact of obstacles such as the costs of rehabilitation, the absence of an organized effort, and the lack of alternate housing opportunities as mentioned on pages 2 and 6.

- An evaluation and analysis of the feasibility of creating a non-profit corporation for the purpose of rehabilitating dwellings. This analysis should include a review of the nature and scope of activities to be undertaken by the nonprofit corporation; the organizational make-up and membership of the entity; methods by which the City could encourage and assist the nonprofit corporation; and alternate sources of funding its activities.
- An evaluation and analysis of the feasibility of developing a temporary assistance program (TAP). The purpose of TAP is to assist needy families which require short term housing assistance and to help families which may need relocation housing assistance on a temporary basis because of rehabilitation work or replacement activities on the housing they occupy. TAP is seen as a resource of last resort; that is it should be used after all other means have been exhausted. This analysis should include a review of the need for such a program; guidelines and criteria to determine eligibility for assistance; the appropriate City department to administer the program; and alternate sources and levels of funding.
- Submittal of a request to the Orange County Housing Authority for the leasing of a specific number of units under the Section 23 program in order to encourage the private sector to rehabilitate declining structures. The request should include a statement to the effect that the City desires the rehabilitation program to be used in the 76 blocks located in the five areas previously mentioned (CBD East and West, Southwest, Railroad Corridor, and Truslow low).
- In addition to the above, the preparation of staff reports on the nature and appropriateness of State and Federal programs as they are developed in the near future.

3. Meeting the Housing Needs of Different Economic Segments

The following planning activities are suggested to be accomplished during the first year:

- In order to determine the exact nature of the filtering process as it takes place in the Fullerton housing market, a "chain of moves" survey should be conducted. This survey should include

the housing built pursuant to the implementation programs recommended below. As new units are built in Fullerton, information on the address of the previous dwelling should be collected. This will help determine whether the new dwelling is occupied by a household that resided in Fullerton or a household that moved to Fullerton. For those units located in the City, information should be collected on the condition of the dwelling and previous address of the occupant. For households moving to Fullerton information should be developed on place of work. This "chain of moves" survey will help to determine whether new housing is indirectly serving lower income families and whether opportunities are being created for nonresidents who work in the City.

- Analysis and evaluation of existing and new Federally assisted housing programs with emphasis on their appropriateness to the City of Fullerton.

The following implementation activities and tools are suggested to be accomplished during the first year. The purpose of these suggestions is to reduce the impact of obstacles such as home purchasing and rent paying capabilities of lower income households and the price distribution of new housing as described on pages nine and ten.

- Development of an Experimental Housing Price Program coupled with Density Bonuses. The aim of this program is to encourage the development of homes priced at \$25,000 to \$30,000 by offering developers, where appropriate, increased densities if they agree to sell their units in this price range. To test the effectiveness of the experiment on the existing housing market, a complete chain of moves study could be conducted. This would be used to see whether construction in this price range had the effect of allowing underhoused households in Fullerton to move to better existing units in the City or to house workers who previously resided outside of Fullerton as well as meet the needs of moderate income families.
- In order to facilitate the production of moderately priced housing, the City should develop a Moderate Income Housing Program. Under this proposal, the City would encourage private developers to build a portion of their developments, in clusters, in a price range that the City has determined to be within the capabilities of moderate income households. This program would allow for moderately priced housing units dispersed and indistinguishable from conventional units, but built to maximize efficiency and minimize costs. Housing costs can be minimized through a reduction and/or exemption from various City-imposed fees.

- Submittal of a request to the Orange County Housing Authority for the utilization of the Section 23 program to lease standard existing housing and new housing to be built and then leased to the Housing Authority. Standard existing housing should emphasize the needs of the large poor family and new housing emphasize the needs of the elderly. Because of the high housing costs attached to larger dwellings, it is more effective to use existing housing for larger families. Conversely, more units probably can be built, for a given amount of assistance funds, if they are smaller and serve the needs of elderly families.

SECOND YEAR
January, 1975 Through December, 1975

1. Housing Growth and Production

Planning and implementation activities include the following:

- During this time period, an evaluation should be made of the consistency of new construction to the growth and production targets.
- Work should continue on the "density controls/tradeoffs monitoring system." However, if necessary, modifications to the system should be made if an assessment of the utility of the system warrants it.

2. Improving the Existing Housing Stock and Neighborhood Environments

The following constitute the planning activities for the second year time period:

- Preparation of a "neighborhood enhancement plan" for the Southwest area including the best means for financing the necessary public improvements.
- Performance of neighborhood analyses studies oriented to the determination of neighborhood planning areas and determination of age of housing in various areas of the City.
- Identification of neighborhoods which may need special planning with regard to housing or neighborhood improvement.
- The generation of information in selected neighborhoods which could reveal tendencies of downward changes in physical quality.
- Analysis of the feasibility of a property maintenance ordinance for the City of Fullerton and its possible adoption.

The following are the implementation activities to be accomplished during the 1975 calendar year.

- Continuation of housing inspection surveys, collection of occupant information, and creation of a data file on rehabilitable properties.
- Initiate, on a cooperative basis with area residents, the inspection of dwellings in the Truslow area.
- Performance of periodic housing surveys to prevent the decay of sound neighborhoods.
- Activation of the replacement or rehabilitation of housing units through the use of private sector resources, Section 23 leased housing and, if established, the nonprofit corporation and temporary assistance program and the State and Federal programs which the City chooses to implement.

3. Meeting the Housing Needs of All Economic Segments

Depending on the exact nature of Federally assisted housing programs and based on AB2946, an "affirmative plan" should be developed during this 12-month period in order to positively influence the production and location of low and moderate income housing.

- Section 65008 of the California Government Code (AB2946) reads as follows:

"Any action pursuant to the provision of this title by any city or county in this state which denies to any individual or group of individuals the enjoyment of residence, land ownership, tenancy or any other land use in this state because of religious or ethnic reasons is null and void. This section shall apply to a chartered city.

"No city or county shall, in the enactment or administration of ordinances pursuant to this title, prohibit or discriminate against any residential development or project because of the method of financing or the race, sex, color, religion, national origin, ancestry, or age of the intended occupants of such development or project.

"Nor shall any city or county treat Federally subsidized, assisted, or insured housing in any manner differently from conventional housing except pursuant to an affirmative plan to encourage such housing, which plan has been approved by the Director of HCD."

The following implementation activities are suggested to be accomplished during this time period.

- City coordination with the Orange County Housing Authority regarding the leasing of housing through provisions of the Section 23 program.
- Implementation, if adopted by the City, of the Experimental Housing Price Program and the Moderate Income Housing Program.

THIRD YEAR
January, 1976 Through December, 1976

1. Housing Growth and Production

- An evaluation of the consistency of new residential development to the growth and production targets.
- An updating of this portion of the housing plan in relationship to other parts of the housing plan.

2. Improving the Existing Housing Stock and Neighborhood Environments

Planning activities include the following:

- Continuation of neighborhood analysis and identification of areas which may be in need of neighborhood planning.
- Updating of the housing element plan for improving the existing housing stock and neighborhood improvements.

Implementation activities would include the following:

- Upgrading of public improvements in the Southwest area to meet City standards.
- Concentrated efforts in the Truslow area to improve housing conditions.
- Continuation of housing inspection surveys in selected areas of the City.

3. Meeting the Housing Needs of All Economic Segments

Planning activities include the following:

- An evaluation of the locational pattern of new and used housing occupied by poverty, low, and moderate income households.
- Updating this portion of the housing plan in relationship to other parts of the housing plan.

Implementation, during this time period, would include the following activities:

- Utilization of the Section 23 leased housing program to achieve plan objectives and targets.
- Effectuation of the affirmative plan developed pursuant to AB2946.

HOUSING ELEMENT REVIEW AND UPDATE PROCESS

With regard to a review and update process, the State housing element guidelines suggest the collection and dissemination of housing data on a continuous basis and the provision, on an annual basis, for citizen review of the progress toward achieving the housing element objectives, easing of obstacles, and selection of alternatives, if necessary. In addition, the guidelines indicate that the entire housing element should be completely updated periodically. Based on these guidelines, it is recommended that the City of Fullerton prepare an Annual Housing Statement, establish a Citizen Housing Element Review Committee, and completely update the housing element at the end of three years.

The purpose of the "Annual Housing Statement" is to develop a procedure whereby the Planning Commission, City Council, and community become knowledgeable of the current and probable future housing conditions in the City as well as progress made toward achieving the objectives and targets of the housing element. The "Annual Housing Statement" should include sections corresponding to the three basic parts of the housing plan and program. The outline below indicates the format and data of the "Annual Housing Statement."

A. Housing Growth and Production

1. Data on the size, type, and location of the City's total housing inventory.
2. Number, type, and location of housing units built in the City.
3. Assessment of the consistency of new housing construction to housing growth and production targets.
4. Assessment of the degree to which goals have been achieved, policies carried out, and objectives reached.
5. Based on current trends, a short-range three to five year forecast of the level of new housing construction that can be anticipated.

B. Existing Housing Stock and Neighborhood Environments

1. Data on the condition of housing based on periodic windshield surveys.
2. Data on the results of housing inspection surveys.

3. Information on the replacement and rehabilitation activities which have been carried out: extent, location, method by which it was accomplished.
4. Information on the extent of private improvement and modernization activities as revealed by building permits.
5. Data on private construction, large or small scale, in existing neighborhoods.
6. Estimates and projections of student enrollment of elementary schools in existing neighborhoods.
7. Research information on the social, economic, and demographic characteristics or problems in existing neighborhoods.
8. Assessment of the degree to which goals have been achieved, policies carried out, and objectives reached relative to improving the existing housing stock and neighborhood conditions.

C. Meeting the Needs of All Economic Segments

1. Price or rent of new units which have been built in the City.
2. Estimates of the annual income of households served by new housing.
3. Extent of assisted housing under various programs in the City.
4. Results of "chain of moves" surveys.
5. Estimates of households to be displaced and availability of relocation housing.
6. Assessment of the degree to which housing needs have been satisfied, goals achieved, policies carried out, and objectives reached.
7. Based on current trends, a short-range three to five year forecast of the extent to which the housing needs of poverty, low and moderate income households will be met.

The State guidelines suggest that citizen advisors should review on an annual basis the progress toward achieving the course of action incorporated in the housing element. The staff of the Development Services Department should prepare recommendations for submittal to the Planning Commission and City Council concerning the make-up, role, and purpose of the review committee. Also, it is suggested

that the staff of the Development Services Department assist in the initial organization and operation of the committee as well as provide feasible staff services to the committee. Finally, it is recommended that the citizens committee have an opportunity to review the "Annual Housing Statements" and that any of its comments and suggestions be incorporated into the final document transmitted to the Planning Commission and City Council.

VII

RELATION TO OTHER GENERAL PLAN ELEMENTS

The housing element guidelines of the Commission of Housing and Community Development state:

"A housing element cannot advocate goals and plans that are foreign to the other general plan elements. A simple statement made in the form of an objective to be accomplished through the housing plan may well imply policy determination in other general plan elements. Housing implies people, and people require services; therefore, other general plan elements must be reviewed and any inconsistencies or incompatibilities resolved. Among the more important elements which need to be closely correlated with the housing element are: Land Use, Transportation, Recreation, Open Space, Public Facilities, and Conservation."

At the present time, the City has an adopted Land Use Element which includes proposals on public facilities such as libraries and public schools. The Land Use Element also includes a circulation network for the built-up areas of the City. In addition, the City has an adopted Environmental Management Element which covers subject areas such as parks, open space, conservation and recreation.

The draft Housing Element has been prepared in such a way as to be closely correlated and consistent with these two adopted elements.

The Housing Element is correlated with the Land Use Element in two basic respects. First, the housing growth and production plan which is concerned with new residential construction has used the locations, densities, and types as depicted in the residential section of the element as the basis for proposing the ultimate amount of housing development that should occur in the City. Second, the prototypical "concentrated improvement plan" for Truslow has indicated that five blocks in the area be changed to reflect a residential land use category and that the density classification be changed from a single family to a low to medium classification. This relates more closely to prevailing densities and to what will occur in the future. These changes to the Land Use Element can be made upon completion of a final concentrated improvement plan for the Truslow area.

The Housing Element also contains a proposal which relates to the Environmental Management Element. The prototypical "neighborhood enhancement plan" for the Southwest area suggests that, if possible, a park be located in this neighborhood. A specific location has been designated for further investigation during the course of preparing a final plan for the Southwest area.

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